

APPENDIX B3.
ANALYSIS PUBLIC SITUATION

*Very Draft Under Development June 30, 2015
Updated July 15, 2015*

*Justice System &
Public Safety Services Study Design: 2015*



*Hugo Justice System &
Public Safety Services Exploratory Committee*

Mike Walker, Chair
Jon Whalen, Member

Hugo Neighborhood Association & Historical Society

Very Draft 2015

APPENDIX B3. ANALYSIS PUBLIC SITUATION

Outline

- I. PURPOSE
 - A. Background
 - B. Justice System & Public Safety Services
 - C. Purpose

- II. JUSTICE SYSTEM & PUBLIC SAFETY SERVICES ISSUE STUDY DESIGN
 - A. Hugo Neighborhood Association & Historical Society
 - B. Hugo Justice System & Public Safety Services Exploratory Committee
 - C. Core Values of *Study Design & Study*
 - D. Key Outcomes Of *Study*

- III. PROBLEMS/ISSUES
 - A. Introduction
 - B. Problems/Issues
 - 1. Br. III.A.1 Justice System Public Safety Service Issue: 2013
 - 2. Preliminary June 14, 2015 JS&PSS Issues (Appendix A1; Voters & Non-Voters
 - 3. Range of Alternative Types of Taxpayers Funding Public Safety Program
 - 4. Preliminary July 15, 2015 JS&PSS Issues
 - 5. Range of Public Safety Funding and Service Level Alternatives
 - 6. Public Involvement Consultation and Criteria Considered In Design of Alternatives
 - 7. New Content Analysis of Public Comments

- IV. AFFECTED CONDITIONS

- V. PUBLIC IS DECISION-MAKER
 - A. Government's Changing Role
 - 1. Government's Changing Role
 - 2. Advocates and Decision Makers Roles
 - 3. The Paradox of Collaboration
 - 4. New Skills Are Needed
 - 5. Principles For Success
 - B. Public Is Decision-Maker
 - C. Vetted *Study* Baseline Facts/Inventories
 - D. Key Outcomes Of *Study*

VI. ANALYSIS OF PUBLIC SITUATION

A. JO CO JS&PSS Program

1. Purpose
 - a) How APS Accomplishes Its Purpose
 - b) How APS Fits Within the Overall Study Process
2. General Description of Planning Area, JS&PSS Resources, and Programs
 - a) Planning Area Description
 - b) People
 - c) Other Characteristics of the Planning Area Description
 - d) Relationship of the JO CO Planning Area to the State of Oregon
 - (1) Law JS&PSS services that the JO CO Sheriff's Office is mandated to provide.
 - (2) Existing & Proposed Legislation
3. Current JS&PSS Direction
 - a) JO CO Justice System & Public Safety Services Program
 - b) Task Force on Effective and Cost-Efficient Service Provision
 - c) Shared State of Oregon & JO Co Public Safety Services
 - (1) State Provided Public Safety Services
 - (2) State-JO Co Shared Public Safety Services
 - (3) JO CO Provided Public Safety Services
 - d) Indicators of Law Enforcement Protection Service
4. Review Of Existing Decisions
5. Key Findings

- B. Profile Of JO CO JS&PSS Program
 - 1. Introduction
 - a) Existing Conditions
 - b) Current Program Direction
 - c) Issues & Opportunities
 - d) Socio-Economic
 - e) Measuring Performance
 - 2. Components Of JO CO JS&PSS Program
 - a) Adult Jail Beds
 - (1) Existing Conditions
 - (2) Current Program Direction
 - (1) Issues & Opportunities
 - b) Juvenile Justice Center
 - (1) Existing Conditions
 - (2) Current Program Direction
 - (1) Issues & Opportunities
 - c) District Attorney's Office
 - (1) Existing Conditions
 - (2) Current Program Direction
 - (1) Issues & Opportunities
 - d) Court Services
 - (1) Existing Conditions
 - (2) Current Program Direction
 - (1) Issues & Opportunities
 - e) Rural Patrol Deputies
 - (1) Existing Conditions
 - (2) Current Program Direction
 - (1) Issues & Opportunities
 - f) Criminal Investigations and Related Sheriff's Office Support Services
 - (1) Existing Conditions
 - (2) Current Program Direction
 - (1) Issues & Opportunities
 - g) Animal Protection.
 - (1) Existing Conditions
 - (2) Current Program Direction
 - (1) Issues & Opportunities

VII BEYOND THE APS

- A. Publicly Identified Opportunities In Design of Alternatives
- B. Summary Preliminary July 15, 2015 JS&PSS Issues
 - 1. Range of Public Safety Funding and Service Level Alternatives
 - 2. Range of Alternative Types of Taxpayers Funding Public Safety Program
- C. To Identify Public Opportunities In Designing Standards By Which Alternatives Are Evaluated For Significant Impacts

VIII. PUBLIC REVIEW

IX. AUTHORS

ACRONYMS & ABBREVIATIONS

APPENDICES: APPENDIX B3. ANALYSIS OF PUBLIC SITUATION

Appendix A. Measuring the Performance of Law Enforcement

TABLES: APPENDIX B3. ANALYSIS OF PUBLIC SITUATION

- Table I-1. Josephine County, Oregon Levy Votes
- Table II-1. Josephine County FTE: FY 04-05 to FY 08-09?
- Table II-2. Funding by Public Safety Element?
Historical SRS Payments?

TABLES & APPENDICES: JS&PSS STUDY DESIGN

- Hugo Justice System & Public Safety Services Exploratory Committee. Draft 2015. *Justice System & Public Safety Services Study Design: 2015*. Hugo Neighborhood Association & Historical Society. Hugo, OR.

Justice System Exploratory Committee
Hugo Neighborhood Association & Historical Society
<http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>

TABLES

Table?

APPENDICES

Justice System & Public Safety Services Study Design: 2015

Web Page: <http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>

• ***Justice System & Public Safety Services Study Design: 2015***

• **Public Outreach**

- Outreach 1.1 What's the Problem?
- Outreach 1.2 Arguments For Supporting Study Design
- Outreach 1.3 Summary Highlights: Arguments For Supporting Study Design
- Outreach 1.4 Introduction To Justice System Exploratory Committee's Web Page
- Outreach 2. Interested In Becoming Involved?
- Outreach 3. Publicly Identified Problems/Issues
- Outreach 4. Publicly Identified Range of Alternative Solutions
- Outreach 5. Equal Public Safety Facts
- Outreach 6. Study Design's Planning Horizon Is Flexible
- Outreach 7. Table Talk Discussion Script
- Outreach 8. How To Communicate In Plain Language
- Outreach 9. JS&PSS Issue Overview Educational Brochure
- Outreach 10. Aspiration Letter From Authors Of Study Design
- Outreach 11. Enquiry Stakeholder Letters/Emails

• **Appendices To Study Design**

• **Appendix A. Issues**

- Appendix A1. Being Heard
- Appendix A2. All Values Are Legitimate
- Appendix A3. Measures Representing Public Opinion
- Appendix A3.1. Letters To The Editor As A Measure of Crime Salience
- Appendix A3.2. Content Analysis For Public Opinion

• **Other Information Appendices**

- Appendix B. Affected
- Appendix B1. Potential Affected Conditions
- Appendix B2. Studies & Information
- Appendix B3. Analysis of the Public Situation
- Appendix C. Alternatives
- Appendix D. Procedural Requirements, *NEPA Design Group's Comments on the Hellgate RAMP/DEIS*
- Appendix DD1. Appendix A. Selected Parts Of BLM's National Environmental Policy Act Handbook: H-1790-1
- Appendix DD2. Appendix B. Selected CEQ Regulations For Implementing The Procedural Provisions of The National Environmental Policy Act
- Appendix DD3. Appendix C. Selected Portions Of CEQ's 40 Questions
- Appendix DD4. Appendix D. Evaluation Of Significant Impacts Model And Recommended Impact Methodology
- Appendix DD5. App. C. NEPA's Significantly, *Scoping Rogue River's Outstandingly Remarkable Values*
- Appendix D1. Impact Methodology Model
- Appendix D2. Conditions, Indicators & Standards
- Appendix E. Impacts
- Appendix F. Public
- Appendix F1. Interest Groups
- Appendix F2. Potential Funders, Sponsors, & Sources
- Appendix G. How To Write A Grant Proposal
- Appendix I. Public Study

• ***Justice System & Public Safety Services Issue Scope Of Work (2013)***

ACRONYMS & ABBREVIATIONS

- APS Analysis of Public Situation - The APS is a document that provides information to characterize the JO CO JS&PSS Issue profile, describe any limitations, and identify opportunities to respond to the identified JS&PSS issues. Why do we need it? This analysis provides the basis for the proposed issues, range of alternatives, and affected conditions of the *Study*, which is based primarily on socio-economic conditions, existing laws, and science, including the types of safety services for maintenance or development.
- Conditions Affected Conditions - A description of the existing conditions to be affected by the range of publicly identified alternatives.
- Committee Hugo JS&PSS Exploratory Committee.
- Hope Do better facts create, cause, or contribute to better decisions by the public? The authors will continue to try and serve a fresh source of public safety facts, researched and verified, to help citizens make better decisions and drive better conversations. The camaraderie of being part of a team, knowing defeat if it comes is O.K., as long as they show discipline and dedication with respect and sportsmanship in their drive for the facts. The belief that the benefits of common accurate facts to better explain the JO CO JS&PSS Issue is worth the effort.
- JO CO Josephine County, Oregon
- JS&PSS Issue Josephine County's Justice System & Public Safety Services (JS&PSS) Problem/Issue.
- Legitimate All citizens, voters, and votes are legitimate.
- Neutral *Study* to be researched and written from a neutral point of view, meaning representing fairly, proportionately, and, as far as possible, without bias, all public views that have been published by reliable sources on the safety topic.
- Outcomes Outcomes are clearly stated results for Josephine County (JO CO) citizens and stakeholders who are supposed to benefit.
- Safety Program The JO CO's present public safety program has the following separate funding components: 1. adult jail beds, 2. juvenile justice center, 3. district attorney's office, 4. court services, 5. rural patrol deputies, 6. criminal investigations & related sheriff's office support services, and 7. animal protection.
- Stakeholder A stakeholder is anyone affected by, or with an interest in, the JS&PSS Issue.
- *Study* The *Study* is a socio-economic impact study that will document a comparison of the publicly identified range of alternative solutions for the JS&PSS Issue. The *Study* components include the following: 1. the publicly identified issues, range of alternative solutions, and affected conditions; and 2. analyzing the impacts of each alternative evaluated by condition indicators and standards through a combination of citizen input and professional expert investigations.
- *Study Design* The *Justice System & Public Safety Services Study Design: 2015 (Study Design)* sets the design parameters for the impact *Study* project which will document a comparison of the publicly identified range of alternative solutions for the JS&PSS Issue.
- Vetted Facts In an independent neutral planning analysis, facts/inventories are gathered and vetted, or checked, to determine their accuracy and usefulness.

AUTHORITY

Hugo Justice System & Public Safety Services Exploratory Committee. Draft July 18, 2013. *Justice System & Public Safety Services Issue Scope Of Work* (Scope) Hugo Neighborhood Association & Historical Society. Hugo, OR.

Hugo Justice System & Public Safety Services Exploratory Committee. Draft 2015. *Justice System & Public Safety Services Study Design: 2015*. Hugo Neighborhood Association & Historical Society. Hugo, OR.

Justice System Exploratory Committee
Hugo Neighborhood Association & Historical Society
<http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>

PUBLIC INTEREST

As of July 15, 2015 this very draft document was in the development phase represented three overlapping stages of the document development life cycle: 1. Requirement Analysis, 2. Designing, and 3. Developing Content. This document has been web published for the convenience of the authors in reviewing its requirements, designing, and content (Chpt XII).

At this stage it's form is not final, nor is it edited for public review and comment. However, those interested members of the public may provide observations and comments on this document to the authors. Per their inclination, and if they are interested in becoming involved with the work of the Hugo JS&PSS Exploratory Committee, they may apply for committee membership with the authors (Chpt XIII).

EXECUTIVE SUMMARY (very draft)

Understanding the Josephine County (JO CO) Justice System & Public Safety Services (JS&PSS) Issue and designing a solution are complicated tasks. The Hugo JS&PSS Exploratory Committee's (Committee) rationale for this position is that there are substantial differences between Oregon counties in terms of their geographic and demographic characteristics, priorities, historic crime rates, willingness to tolerate certain levels of crime, and past and present funding of various public safety services. For example, given these, and other, substantial differences, how would the Governor of Oregon proclaim a public safety fiscal emergency for one or more counties where fiscal conditions compromise a county's ability to provide a minimally adequate level of public safety services (2013 Oregon House Bill 3453)? Locally we believe that understanding how to determine whether JO CO is providing the "minimally adequate public safety services" base is a difficult task indeed.

This document, Appendix B3 Analysis of the Public Situation (APS), summarizes the types of information to be identified in the future APS for the JO CO JS&PSS Problem/Issue where the citizens of JO CO are the decision-makers. The APS will include a description of the **existing affected conditions**, including the JO CO JS&PSS Safety Program (public safety program); **current management direction** of the Public Safety Program; and the Public Safety Program's **issues and opportunities** in the planning area.

The purpose of Appendix B3 APS is the foundation design document for the future APS and *Study*. This draft Appendix B3 APS also provides supporting material (i.e., affected environment; Appendix B1. Potential Affected Conditions; Appendix B2. Studies & Information), for the JS&PSS grant application as described in the draft document entitled *Justice System & Public Safety Services Study Design: 2015*; Appendix G, *How To Write A Grant Proposal*. The *Study Design* project is itself part of a program to research the Josephine County (JO CO), Oregon JS&PSS Issue (2013 *Justice System & Public Safety Services Issue Scope Of Work*).

The existing affected conditions sections will provide most of the affected socio-economic data that will be analyzed in the upcoming APS and finally the *Study*. The existing "Shared State of Oregon & JO Co Public Safety Services" (2010 *Task Force on Effective and Cost-Efficient Service Provision*; Appendix B2. Studies & Information) provide the basic framework for describing the current public safety program, including the components of the JO CO JS&PSS Program.

The components of the current public safety program are both the baseline inventories (i.e., affected conditions) and the elements of the range of alternatives.

Each component of the JO CO public safety program draws on information contained in those documents as well as other policies, agreements, and documents. [Need to clarify]

The public opportunities sections to be in the developed APS will contain strategies for a range of alternative solutions from reducing, maintaining, or enhancing the JO CO public safety program direction. They will become elements of alternatives to be analyzed in the *Study*.

Need paragraphs of the Executive Summary for the following chapters.

- VI. ANALYSIS OF PUBLIC SITUATION
- VII BEYOND THE APS
- VIII. PUBLIC REVIEW

APPENDIX B3. ANALYSIS PUBLIC SITUATION

I. PURPOSE

The purpose of the Analysis of the Public Situation (APS) is to share information about Josephine County’s (JO CO’s) Justice System & Public Safety Services (JS&PSS) Problem/Issue.

A. Background

After the 4th levy failure in as many years, members of the Hugo Justice System & Public Safety Services Exploratory Committee (JS&PSS Exploratory Committee) asked the question, “What can we do to shed some light on the issues?” It decided to document focused “listening” which wouldn’t be scientific; it was just listening to fellow citizens (i.e., what they said and what they wrote). This strategy fit with one of its core beliefs, “*All citizens, voters, and votes are legitimate.*” It was also a pretty good match with the JO CO citizen voting patterns, which were not 50/50, but with a point spread from 2 - 14, the Hugo JS&PSS Committee (Sec. II.B) had felt the levies could go either way (Table I-1).

Table I-1. Josephine County, Oregon Levy¹ Votes						
Levy ²	Voters ³	Votes ⁴		Percentages ⁵		Points ⁶
		Yes	No	Yes	No	
2012	49,561	10,901	14,504	57	43	14
2013	50,944	12,883	13,448	51	49	2
2014	50,655	13,291	14,700	48	53	5
2015	51,143	11,868	13,956	54	46	8

Footnotes: 1. Justice system & public safety service levies, 2. Year of levy, 3. Registered voters in Josephine County, Oregon, 4. Number of registered voters voting yes or no, 5. Percentage of registered voters voting yes or no., and 6. Percentage point spread for registered voters voting yes or no. The source is Josephine County Clerk, Josephine County, Oregon (<http://www.co.josephine.or.us/Page.asp?NavID=754>).

B. Justice System & Public Safety Services

The topic is information about JO CO's JS&PSS problem/issue (Appendix A - Issues). What are these services and what is the problem? Or, is there a problem, and if so, judged by what standards?

JO CO has been in the 2000 Secure Rural Schools (SRS) and Community Self-Determination Act phase of planning for 15 years from 2000 - 2015. This phase was a temporary program of declining federal payments (Table 2), used for JS&PSS, and based on historical timber harvest revenues, rather than current revenues. Public safety services are generally considered the components of JO CO's historic public safety program: 1. adult jail beds, 2. juvenile justice center, 3. district attorney's office, 4. court services, 5. rural patrol deputies, 6. criminal investigations and related sheriff's office support services, and 7. animal protection.

From 2012 - 2015 there have been four JO CO public safety levies, in as many years, to restore the JS&PSS program to funding approximating historic levels. None of them passed (Table 1). Is crime the problem (i.e., reason for levies?): felonies, misdemeanors, and/or violations? Felony crime includes personal crimes, such as murder, robbery and rape, and crimes against property, including burglary or larceny. Are the potential causes of crime the problem (e.g., medium income, homelessness, poverty, unemployment, economic problems, etc.)? This definition, of potential causes, is part of a larger list of "*Variables Affecting Crime*" identified by the FBI.

Is funding safety services the problem (e.g., property owners revolt, failed levies, mistrust in government, taxes, cumulative costs, income inequality, etc.)? Is the problem the level (i.e., not enough or too much of something) of the safety services (e.g., no response to 911 calls, low rural patrol presence, not enough adult jail beds, jailed and released, inefficient use of resources, diverted monies, new service levels identified by citizens they are willing to fund, etc.)?

Is the problem a feeling of fear of being a victim of crime versus the knowledge that you can take care of your family if the situation arose?

Is part of the problem because JO CO citizens have never had to understand and debate needed levels and funding for public safety (i.e., JS&PSS). This situation is because historically the JO CO government made the decisions to pass through Federal O & C payments to be used mostly for public safety. The public was never really involved in these decisions. Should this aspect of the JS&PSS Problem/Issue be considered fresh through a public planning process decided de novo, meaning "from the beginning," "afresh," "anew," "beginning again?"

Is the problem a feeling that we have considered all the potential solutions, and tried what we thought were reasonable, only to have them fail, arriving a point of not knowing how to go forward? *Study Design* has not been tried and failed. It is complex, difficult, and untried. Some ways of working toward a desired solution may be useful or even necessary without being sufficient. In dealing with the JS&PSS Problem/Issue, citizens sometimes forget this simple point. They observe that some action would undeniably help, or it might even be indispensable.

Then they present this action as a remedy, without seriously considering whether it alone would be sufficient. But what we want to know is, what means, if any—a single one or a combination of different ones—might be sufficient to meaningfully address the JS&PSS Problem/Issue.

Or, is there a problem, and if so, judged by what standards? Understanding and designing solutions are complicated tasks as there are substantial differences between Oregon counties in terms of their geographic and demographic characteristics, historic crime rates, willingness to tolerate certain levels of crime, and past and present funding of various public safety services. A scientific study of the standards the Governor of Oregon would use to proclaim a public safety fiscal emergency when fiscal conditions compromise JO CO's ability to provide a *minimally adequate level of public safety services* would help answer the “*Is there a problem.*” question (MALPSS; 2013 Oregon House Bill 3453).

In summary, what is the JO CO JS&PSS Problem/Issue? The reduction of federal payments to JO CO since the 2000 SRS Act, especially after 2012, and the failure of four JO CO public safety tax levies, is real. These are not right or wrong events; they are reality.

C. Purpose

The purpose of Appendix B3, the APS, is the foundation document for the *Study*. This draft also provides supporting material (i.e., affected environment, for the JS&PSS grant application as described in the draft document entitled Justice System & Public Safety Services Study Design: 2015; Appendix G, *How To Write A Grant Proposal*. The *Study Design* project is itself part of a program to research the Josephine County (JO CO), Oregon JS&PSS Issue (2013 *Justice System & Public Safety Services Issue Scope Of Work*).

- Hugo Justice System & Public Safety Services Exploratory Committee. Draft 2015. *Justice System & Public Safety Services Study Design: 2015*. Hugo Neighborhood Association & Historical Society. Hugo, OR.
- Hugo Justice System & Public Safety Services Exploratory Committee. Draft July 18, 2013. *Justice System & Public Safety Services Issue Scope Of Work*. Hugo Neighborhood Association & Historical Society. Hugo, OR.

One of the main purposes of the proposed JS&PSS *Study* grant is to provide grass roots opportunities for JO CO citizens in active citizen involvement (CI) through the design of the study, accessibility to information and education, and to better understand the JS&PSS issue, which is partially driven by the history of revenue sharing from the federal government. The first important step was the identification of the issues by citizens (Appendices A, A1, & A2).

One of the important next steps is to understand the studies and information available, or to be researched, for the area of interest (i.e., the boundaries of interest are primarily those for Josephine County, Oregon).

1. Affected Conditions (Appendix B1).
2. Studies and Information Available (Appendix B2).
3. Analysis of the Public Situation (Appendix B3).

The purpose of Appendix B1 is a list of potential affected conditions related to the issues that probably will sustain impacts from one or more alternatives. It is a good beginning point in determining which potential affected conditions to consider in the JS&PSS study design.

The purpose of Appendix B2 is to identify potential affected conditions that have already been identified through existing studies and other information available as probable affected conditions for consideration of identification in Appendix B1.

A closely followed step after the Studies and Information Available and Affected Conditions are identified is to develop the Analysis of the Public Situation (Chpt V). What is it? The APS is a brief document that provides condensed information to characterize the JO CO profile, describe any limitations, and identify opportunities to respond to the identified JS&PSS Issue.

Why do we need it? This analysis provides the basis for formulating reasonable alternatives based primarily on socio-economic conditions, existing laws, and science, including the types of safety services for maintenance or development.

II. JUSTICE SYSTEM & PUBLIC SAFETY SERVICES ISSUE STUDY DESIGN

Chapter II addresses the philosophies of the Hugo Neighborhood Association & Historical Society (i.e., HNAHS, or Hugo Neighborhood) and the Hugo Justice System & Public Safety Services Exploratory Committee (JS&PLSS Committee). This is the foundation for their interest and work on the Justice System & Public Safety Services issue (JS&PSS Issue).

- Hugo Justice System & Public Safety Services Exploratory Committee. Draft July 18, 2013. *Justice System & Public Safety Services Issue Scope Of Work* (Scope) Hugo Neighborhood Association & Historical Society. Hugo, OR.

Web: *Justice System & Public Safety Services Issue Scope Of Work* (draft July 18, 2013)
Justice System Exploratory Committee
Hugo Neighborhood Association & Historical Society
<http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>

A. Hugo Neighborhood Association & Historical Society

- Protect Hugo's rural quality of life by promoting an informed citizenry in decision-making (Scope, p. 2).
- Non-political: will not be involved in politics in the sense of lobbying for the outcome of a public vote of the issues or officials to be elected (Scope, p. 2).
- Believes there is a high probability for another JS&PSS levy to be on a future ballot (Scope, p. 3).
- Believes another JS&PSS levy is reasonable as adequate public safety services (Tables II-1 & II-2) are needed, even though the form and the cost are issues (Scope, p. 3).

B. Hugo Justice System & Public Safety Services Exploratory Committee

- Big picture ideas include the following (Scope, p. 3).
 1. Identifying the JS&PSS issue.
 2. Identifying the JS&PSS sub-issues for research and analysis.
 3. Identifying a range in level of services
 4. Identifying a range of costs for services.
 5. Identifying revenues for services.
- The first job is to define a potential list of issues for analysis. The list will be refined and evolve (Scope, p. 3).
- Recognize that the issues will evolve (Scope, p. 8).
- Purpose is to gather information adequate enough to understand the JS&PSS issues. This includes educational outreach efforts (Scope, p. 4).
- Purpose is limited to investigating, researching, and evaluating the JS&PSS issues. It will not make evaluations of legislative proposals as to "right or wrong", nor make recommendations on how to vote (Scope, p. 4).
- Objective is to evaluate the effectiveness of understanding what is being proposed (e.g., proposed levies, HB 3453, citizen recommendations, other alternatives, etc.) (Scope, pps. 4 - 5).
- Outside scope/mission is to recommend how the citizens should vote on any new ballot pertaining to the issue (Scope, p. 4).

- Independently research the JO CO JS&PSS issue and publicly provide its analysis through web page publications; mission limited to educating its members the best it can and sharing this information publicly (Scope, p. 3).
- Information researched and gathered will be made available to others for their own evaluation (Scope, p. 3).
- Consensus is expected as all minority views can be expressed in planning documents, just as the consensus and majority views in a web published paper or educational brochure (Scope, p. 4).
- A strength is an evolving more comprehensive coverage of the components of the JS&PSS issue. This comprehensiveness increases almost every time a member of the HJSEC talks to one of fellow citizens (Scope, p. 8).
- Comprehensive coverage of issues and other components of analysis web published.
- Comprehensiveness in published educational materials may sometimes appear in conflict with each other (i.e., a lack of a unified position), but it is in fact probably reflecting the different views of citizens (i.e., pros and cons research and web publishing is encouraged) which is part of the mission (Scope, p. 8).
- Adequate information is the goal. An adequate information assessment/analysis has several elements and a conclusion of adequacy (Scope, p. 6).
 - Information Is Understood Or Not
 - Supporting Arguments Are Made Or Not
 - Standard(s) of Review
 - Applicable Evidence/Facts
 - References and Sources of Information
 - Compliance With Adequacy Information Analysis Elements Or Not

Table II-1: Josephine County FTE: FY 04-05 to FY 08-09						
	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09	% Chg
Public Safety	140	139	146	142	121	-14%
Sheriff	89	86	88	87	79	-11%
D.A.	21	22	23	22	22	5%
Juvenile Justice	30	31	35	33	31	3%

C. Core Values of *Study Design & Study*

Study Design's core values are standards for accomplishing the *Study*.

CA/*Study* Process Need: Core Values

- All citizens, Voters, Votes, and Values Are Legitimate, Pro & Con.
- Public is Decision Maker (i.e., Customer of CA/*Study*).
- Fair Representation of All Values.
- Neutral Point of View.
- Transparency/Verifiability.
- Public Identified Planning Issues & Alternative Solutions Foundation of JS&PSS Problem/Issue *Study*.

D. Key Outcomes Of *Study*

The following are some possible key outcomes resulting from a successful *Study*. They are all about the idea of incremental changes, and the authors' confidence that there will be an increase in the number of citizens believing the following.

- * *More* People know they are being listened to.
- * *More* People are better informed.
- * *More* People trust the vetted facts.
- * *More* People understand that the range of problems/issues and range of alternatives were identified by them, individually for consideration by the collective public.
- * *More* People better understand the concerns of their neighbors.
- * *More* People speak a common language to solve problems.
- * *More* People agree on a consensus public safety problem/issue.
- * *More* People agree on a consensus public safety solution.
- * *More* People have a consensus to also address the causes of problem/issue.

III. PROBLEMS/ISSUES

A. Introduction

The JO CO JS&PSS Issue is partially driven by the history of revenue sharing from the federal government. The most significant historical revenue sharing method to JO CO was the 1937 O&C Act which established the timber management and revenue distribution scheme to the O&C counties. It lasted over 60 years until 2000 and the Secure Rural Schools and Community Self-Determination Act (SRS; P.L. 106-393), which was a temporary, optional program of payments based on historic, rather than current, revenues. The SRS, which decoupled timber harvests from county revenue, provided direct payment to counties from the federal government in lieu of taxes. The 2000 SRS Act originally expired in 2006, was renewed for one year in 2007, for four more years in 2008, and one more year in 2012, though each renewal was at reduced spending levels.

The 2012 expiration of federal SRS payments to JO CO, used mostly for public safety services, resulted in four county tax levies and one city sales tax as solutions. They all failed. However, there is a high probability for another levy to be on a future ballot. This is reasonable, as public safety services are needed, even though the form and the cost are issues.

1. May 15, 2012 JO CO-wide Primary Election Measure 17 - 43, Criminal Justice System Operations Four Year Local Option Tax (i.e., \$1.99 per \$1,000 of assessed value), failed 57 - 43 percent, Voter Turnout - Total 52.59%; 25,405 votes for Measure 17 - 43/ 49,561 registered voters = 51%.
2. May 21, 2013 JO CO-wide Special Election Measure 17 - 49, Criminal Justice and Public Safety Three Year Local Option Tax (i.e., \$1.48 per \$1,000 of assessed value), failed 51 - 49 percent, Voter Turnout - Total 51.97%; 26,331 votes for Measure 17 - 49/ 50,944 registered voters = 52%.
3. May 20, 2014 JO CO-wide Primary Election Measure 17 - 59, Criminal Justice and Public Safety Three Year Local Option Tax (i.e., \$1.19 per \$1,000 of assessed value), failed 53 - 48 percent, Voter Turnout - Total 56.51%; 27,991 votes for Measure 17 - 59/ 50,655 registered voters = 55%.
4. May 19, 2015 JO CO-wide Special Election Measure 17-66, For Patrol, Jail, Shelter of Abused Youth; Five Year Levy (i.e., \$1.40 per \$1,000 of assessed value), failed 54 - 46 Percent, Voter Turnout - Total 50.65%; 25,824 votes for Measure 17 - 59/ 51,143 registered voters = 51%.
5. November 3, 2015 Grants Pass City-wide Special Election Measure 17-67 2 Percent Sales Tax for City Public Safety and Criminal Justice Services, failed 78 - 22 Percent -

After the 4th levy failure in as many years, the JSEC JS&PSS Committee asked the question, “What can we do to shed some light on the issues?” They believed that the first important step was the identification of the preliminary issues for why the levies failed. The reasons for the levy failures are complex and unknown as facts. However, it is believed the following issues played some significant part, and that the identification of citizen issues is the most important step in developing a successful study design.

B. Issues

1. Br. III.A.1 Justice System Public Safety Service Issue: 2013 The Hugo JS&PSS Exploratory Committee defined the issue in 2013 as reported by public leaders and articles in TGPDC. It was identified in the sense of crime and JS&PSS employees laid off.

- Hugo Justice System Exploratory Committee. July 9, 2013. Justice System Public Safety Service Issue. Brochure IIIA.1 Justice System & Public Safety Services Series. Hugo, OR.

Crime State Rep. Wally Hicks talked about a rising tide of crime in JO CO in the wake of widespread layoffs in the criminal justice system nearly a year ago. The layoffs are the result of declining revenue from timber harvests on federal land, the loss of federal subsidies originally intended to replace the lost timber revenue, and voter defeat of a public safety tax in May 2012 — a tax that was meant to replace the federal subsidy.

90 Employees Laid Off In 2012 federal subsidies expired which had been in place for about 20 years and provided the county with millions of dollars annually. Worsening the situation, a serial tax meant to fill the gap failed. With no new source of revenue, more than 90 employees, most from the Sheriff's Office, were laid off.

Man Not Jailed The fact the man was not jailed, despite having a warrant out for his arrest in a drug-delivery case, is an example of what has happened to JO CO's criminal justice system in the wake of deep budget cuts that took effect last spring and summer, when nearly 90 deputies, prosecutors, Juvenile Department workers and support staff lost their jobs. The cuts have had widespread effects.

By the Numbers (i.e., crime statistics; see brochure)

2. Preliminary June 14, 2015 JS&PSS Issues (Appendix A1; Voters & Non-Voters) This list was initially developed by the JS&PSS Exploratory Committee. It would be as supplemented by the Exploratory Committee with information from a non-random set of informal interviews of JO CO citizens, and articles from The Grants Pass Daily Courier.

This preliminary list of issues, not listed in order of importance, will probably change considerably prior to the date of actually submitting an application for a study grant. The test of reality is to first provide a preliminary June 2015 list, a second supplemented July 15, 2015 list, and a final list at the time of grant application.

1. Costs of JS&PSS would increase back to the 2000 level Prior to SRS (i.e., pro levy supporters want the old status quo).
2. Rural Patrol Presence Has Not Changed From 2000 - 2015.
3. Mistrust in Government Growing.
4. Cumulative Assessments Coordinated By JO CO Assessor Office Unaffordable to Many.
5. Citizens Can Provide Their Own Protection.
6. Citizens Feel Their Voices Are Not Being Heard.
7. Lack of Transparency.
8. Opportunities Had Not Occurred To Inform Voters in a Comprehensive Non-Special Interest Fashion.
9. No JS&PSS Business Plan From JO CO Government.

3. Range of Alternative Types of Taxpayers Funding Public Safety Program

- Property Taxes.
- Sales Tax
- Flat Taxes.
- Volunteer Payments
- In-County-Only Lottery
- Mix Of Types of Taxpayers

4. Preliminary July 15, 2015 JS&PSS Issues The Hugo JS&PSS Exploratory Committee believes the identification of the preliminary issues for why the levies failed has merit in its own right as a standalone summary of the problem as viewed by the majority of JO CO citizens (i.e., you can't find solutions that last if you don't know the specific problem(s)). The issues identified by the committee were supplemented primarily with information from a non-random set of informal interviews of JO CO citizens, and articles from The Grants Pass Daily Courier (e.g., citizen guest opinions and letters to editor, reporter articles, etc.).

This list of preliminary issues, not listed in order of importance, will probably change further prior to the date of actually submitting an application for a study grant. They are categorized by two ideas identified by the public.

1. Consider a range of public safety funding and service level alternatives, both dollars and staff, and range of type of taxpayer, and
2. Public involvement consultation and criteria issues that should be considered in the design of alternatives.

5. Range of Public Safety Funding and Service Level Alternatives includes rough dollar estimates from an enhanced alternative greater than the maximum annual average federal SRS payments to an alternative with zero SRS payments. Only the approximate funding levels will be identified (i.e., see HNA&HS's educational brochures for all categories of the JS&PSS Issue; web page <http://www.hugoneighborhood.org/justicesystemexploratorycommittee.htm>).

Categories of the JS&PSS Program

1. Adult Jail Beds
2. Juvenile Justice Center
3. District Attorney's Office
4. Court Services
5. Rural Patrol Deputies
6. Criminal Investigations & Related Sheriff's Office Support Services (1 or 2 services?)
7. Animal Protection
8. Cost Per \$1,000 Assessed Property Value

Range of Alternatives

- Costs of JS&PSS Increase Significantly Above Old Status Quo 2000 level Prior to SRS: More Than \$15 Million Alternative?
- Costs of JS&PSS May 15, 2012 Levy Measure 17 - 43, \$1.99 per \$1,000 Assessed Value: \$14 Million Alternative?
- Costs of JS&PSS would increase back to the Old Status Quo 2000 level Prior to SRS: Approximately \$12 Million Alternative?
- Costs of JS&PSS May 21, 2013 Levy Measure 17 - 49, \$1.48 per \$1,000 Assessed Value: \$10 Million Alternative?
- 2015 Session of Oregon Legislature, House Joint Resolution 21
- Costs of JS&PSS May 19, 2015 Levy Measure 17-66, \$1.40 per \$1,000 Assessed Value: Approximately \$9 million - \$10.5 Million Alternative?
- Costs of JS&PSS May 20, 2014 Levy Measure 17 - 59, \$1.19 per \$1,000 Assessed Value: \$8.3 Million Alternative
- No Action Alternative - Live Within Your Budget Alternative: Approximately \$7.6 Million?
- Citizens Can Provide Their Own Protection At Current Funding Alternative: No SRS Federal Payments: Approximately 3 Million Dollars?
- Unknown Timber Program Future : Approximately 5 - ? Million Dollars?
- Minimally Adequate level of public safety services Alternative (Oregon House Bill 3453 criteria)
- JO CO Declare Bankruptcy Alternative
- State Implements Oregon House Bill (HB) 3453 Alternative

6. Public Involvement Consultation and Criteria Considered In Design of Alternatives

- Issue 1. Public Safety Should Be Paid By Public
- Issue 2. Mistrust in Government Growing: Honesty, Transparency and Accountability
- Issue 3. Citizens Feel Their Voices Are Not Being Heard. What Part Of “No” Don’t They Understand?
- Issue 4. Rural Patrol Presence Has Not Changed From 2000 - 2015; I Don’t Feel More Unsafe Or More Safe.
- Issue 5. Not Fair That Only Property Owners Pay
- Issue 6. Opportunities Had Not Occurred To Inform Voters in a Comprehensive Non-Special Interest Fashion: Planning & Business Plan
- Issue 7. Cumulative Assessments Coordinated By JO CO Assessor Office Unaffordable to Many.
- Issue 8. Promote Economic Development & Education
- Issue 9. Permanent 58 Cents Per 1,000 JO CO Tax & Current Taxes, Fees, Etc. As Identified By JO CO Assessor’s Office
- Issue 10. Income & Opportunities Inequity Affects Ability To Pay/Multiple Overlapping Socio-Economic Issues Affect Ability to Pay Taxes, Fees, Etc.
- Issue 11. City and County Residents Should Pay Their Usage Share

7. New Content Analysis of Public Comments On November 7, 2015 an agreement, between the authors of *Study Design* and Nathan Davis, was reached when Davis selecting a study needed by *Study Design* for his Master's of Public Policy (MPP) Essay Research Project. The MPP Essay was for the JO CO JS&PSS Problem/Issue, and specifically for conducting a content analysis (CA) of public opinion concerning the JO CO JS&PSS Problem/Issue. This MPP Essay Research Project major product will be a new list of publically identified JO CO JS&PSS problems/issues to replace the above 11 preliminary July 15, 2015 JS&PSS problems/issues.

Nathan Davis, Master's of Public Policy Program
School of Public Policy
Oregon State University

IV. AFFECTED CONDITIONS

Affected Conditions

Justice System & Public Safety Services Study Design: 2015

Appendix B1. Potential Affected Conditions

Appendix B2. Studies & Information

Appendix G. How To Write A Grant Proposal

The existing “Shared State of Oregon & JO Co Public Safety Services” (2010 *Task Force on Effective and Cost-Efficient Service Provision*; Appendix B2. Studies & Information) provide the basic framework for describing the current Safety Program, including the Components Of JO CO JS&PSS Program

The components of the current public safety program are both the baseline inventories (i.e., affected conditions) and the elements of the range of alternatives.

The following is Chapter VIII Potential Affected Conditions from *Justice System & Public Safety Services Study Design: 2015*.

- VIII. POTENTIAL AFFECTED CONDITIONS
 - A. Introduction
 - B. Community Condition Indicators: Social, Economic and Environmental
 - 1. Social Indicator Sources
 - 2. Economic Condition Indicator Sources
 - 2. Environmental Condition Indicator Sources
 - C. Elements of the JS&PSS
 - 1. Public Safety Services Research Projects
 - 2. Justice System & Public Safety Services Issue
 - D. Research
 - 1. Utilize Previous Studies
 - 2. Record Citizen Involvement In Defining Issues
 - E. Develop Affected Conditions To Respond To PS&PSS Issue
 - 1. Potential Affected Conditions: Elements of Alternatives
 - 2. Potential Affected Conditions: Issue Driven Human Quality of Life
 - 3. Potential Affected Conditions: Economic & Fiscal
 - 4. Potential Affected Conditions: Physical & Biological

V. PUBLIC IS DECISION-MAKER

A. Government's Changing Role

Consensus is a goal, not a mandate in public decision making. Public policy is a mixture of our values and opinions, technical knowledge and abilities, and our political systems. We find that these views often conflict with one another, and when they differ from our own views, there is often a disregard for the opinions and perspectives of others.

- Resource Solutions, Environment and Natural Resources Institute, University of Alaska Anchorage. Date? *Public Decision Making: Government's Changing Role*. Anchorage, AK.

By using approaches such as consensus building and collaborative problem solving, we can create structures to handle complex public issues in systematic, manageable, and less emotional ways. These approaches can provide the ability for us to be “tough on the problem, and easy on the people,” so that even when individuals disagree with each other, they keep focused on the problem – not on each other. It provides a place at the table for those affected by a decision, as well as the ground rules to work constructively together so that even when disagreements exist, respectful behavior is present.

1. Government's Changing Role What is government's role in synthesizing and bridging the gap among diverse opinions? For many years its role has been to seek comments, sort through and try to balance opinions often in conflict, make a decision, and then let the public know what was decided. This process, commonly known as Decide-Announce-Defend (D-A-D), is still the norm for many public decisions. Fortunately, this is changing, largely because of the public's dissatisfaction with government's decisions and because gridlock so often occurs with the D-A-D approach. Officials are finding that rather than balancing differing perspectives, involving those who are affected by the decision to create mutual or collaborative learning opportunities holds the greatest promise to make decisions that are implementable. The premise is that citizens actually prefer to be constructive, but when there is no place for their hands-on involvement and little appreciation for their abilities and ideas, they prevent decisions from going forward.

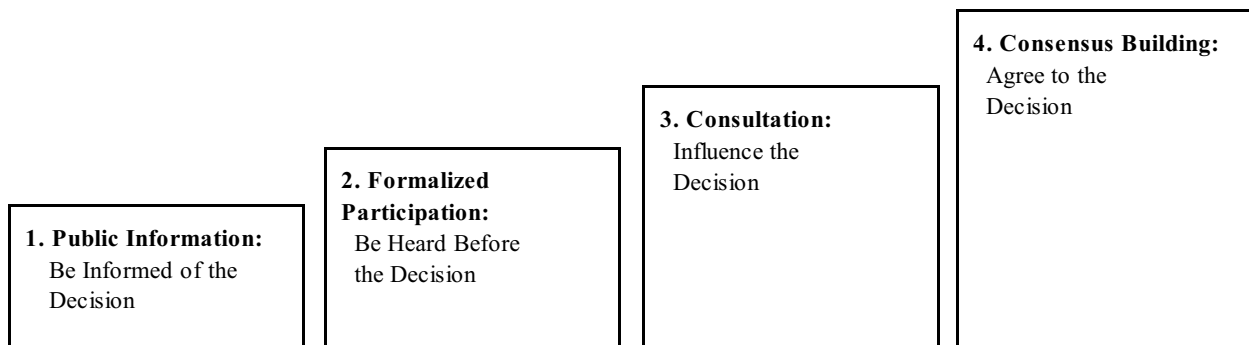
2. Advocates and Decision Makers Roles Conventional decision-making structures create two distinct roles—advocates and decision makers—this sets up win-lose confrontations. The advocate's job is to present the strongest possible case to decision makers. The responsibility, and often the blame, for the ultimate political choice, rests with public officials. These adversarial structures where “winners take most” cause advocates for all parties to be less willing to work with each other and build an agreement, because each is appealing to the decision maker.

Each advocacy group spends most of its time refining and distilling its best positions in ways that distinguish and separate it from the other side, rather than spending time, energy, and resources—using a collaborative approach – to determine where they agree and how they can resolve their differences. Advocates have little incentive to create a solution that satisfies parties and, unlike decision makers, are not required to struggle or try to work together to reach agreement on competing interests.

3. The Paradox of Collaboration The greater the disagreement, the greater the need for constructive public involvement and collaborative problem solving. Collaborative or facilitative leadership is required in today’s world. Research reflects on leadership styles and their effectiveness, with the conclusion that except in a time of crisis, a collaborative or facilitative process is necessary in order to bring divergent perspectives together to successfully make and implement decisions. These collaborative approaches increase understanding about hoped-for outcomes and constraints, and allow individuals to think together to overcome hurdles, rather than resting both the responsibility and blame on public officials.

Four Levels of Public Involvement

Complexity of issue⇒



Increase of public involvement⇒

4. New Skills Are Needed In order for government to involve citizens rather than balancing their perspectives, it needs new procedures, processes, and skills to change these frequently adversarial relationships into ones that solve problems. Slowly, government’s role is changing from D-A-D to that of a facilitator and convener. Across the nation, government is frequently acting as the convening party, bringing affected and often competing interests together, and providing the resources to enable them to find areas of agreement. This change is not easy, and it’s probably slower than many would like. When we consider the large part government plays in our society and the numerous levels of government – local (i.e., cities, unincorporated communities, boroughs), state, and federal—each with its own myriad of agencies and often competing missions, we can understand why change occurs incrementally.

5. Principles For Success The following core values are the esprit de corps of constructive public participation and collaboration.

Guiding Principles for Collaborative Problem Solving and Constructive Public Participation

The following core values were developed by the International Association for Public Participation (IAP2) with broad international participation to identify those aspects of public

participation that cross national, cultural, and religious boundaries.

- The public should have a say in decisions about actions that affect their lives.
- Public participation includes the promise that the public's contribution will influence the decision.
- The public participation process communicates the interests and meets the process needs of all participants.
- The public participation process actively seeks out and facilitates the involvement of those potentially affected.
- The public participation process involves participants to define how they participate.
- The public participation process provides participants with information they need to participate in a meaningful way.
- The public participation process communicates to participants how their input affected the decision.

B. Public Is Decision-Maker

The previous Section IV.A is about the “*Government’s Changing Role*” and, in the Authors,’ of *Study Design*, believe it should be the goal if the proposed JS&PSS Study’s outcome was a decision by JO CO. However, it is not. The proposed JS&PSS Study’s outcome is a decision by the public with their vote at the ballot.

Interestingly the “Guiding Principles for Collaborative Problem Solving and Constructive Public Participation” identified above in Section IV.A.5, Principles For Success, all apply with the model when the public is the decision-maker.

The following arguments for supporting the public as the decision-makers are from *Summary Highlights: Arguments for Supporting Study Design*.

- Walker, Mike & Whalen, Jon Members, JS&PSS Exploratory Committee, HNA&HS. Draft November 8, 2015.v*Summary Highlights: Arguments for Supporting Study Design*. In support of *Justice System & Public Safety Services Study Design: 2015*. Hugo, OR.

In a nut shell *Study Design* proposed a *Study* which will be based on formal vetted inventories and an impact methodology model which promotes informed decision-making through a unique decision process, where the citizens identify the problems and potential solutions, and are the decision-makers. This definition of citizens is much narrower than the U.S. Supreme Court's decision in *Citizens United v. Federal Election Commission* with its ruling that corporations are persons. *Study Design*'s definition of the public does not include corporations and major non-local special interests, nor agencies, the government, or the media (e.g., opinions of the Grants Pass Daily Courier, etc.). It does include news articles where the citizens' opinions are identified. The *Study Design* idea is a study focused on people, per “We the People” by whom and for whom our Constitution was established." Supreme Court Justice Stevens, January 2010. Arguments for the uniqueness of the long-range planning *Study* that will result from *Study Design*, compared to the usual major information or impact study, follow.

- *Study* focuses on the human face of citizens being the decision-makers.
- *Study* is unique in not representing a singular point of view objective, and in representing the range of citizen values, pro and con.
- *Study* flows from “public” identified issues, affected conditions, alternative solutions, and potential impacts. It emphasizes the importance to citizens of knowing they are being heard, of being the decision-makers that decide their future.
- *Study* is not associated with any specific proposed funding mechanism (e.g., levy, sales tax, etc.), or right answer.
- *Study* is limited to investigating, researching, and evaluating the JS&PSS Problem/Issue.
- *Study* will not make evaluations of proposals or alternatives as to right or wrong, nor make recommendations to the citizens on how to vote.
- *Study* is non-political; it will not be used in politics in the sense of lobbying for a particular outcome.
- *Study* is independent research with opportunities for education. Information will be publicly shared through web page publications, and volunteer outreach projects.
- *Study* has no Analysis of the Management Situation; there will have an Analysis of the Public Situation.
- *Study* results are not a formal government decision selecting an alternative or some combination of alternatives.
- *Study* confirms information for informed public decision-making, not a decision by the government.
- *Study* formally acknowledges the public as the designer of *Study*, and as the decision-maker.

C. Vetted *Study* Baseline Facts/Inventories

Understanding is made more difficult with all those noisy facts when truth isn't always something as clear and unquestionable as desired. It is believed that a step in the right direction is for different publics, that don't trust each other, to share vetted, or checked, information. This is one of the purposes of *Study Design* – for citizens to speak a common language, to solve problems, not to spend valuable time and energy discussing potential conflicting facts.

Although not unique to *Study*, vetted baseline facts/inventories (i.e., affected conditions) will be part of it, as they are part of any reliable impact study. The best impact studies have a professional structure in place for checking or analyzing facts, legal issues, evidence, and arguments. The greater the degree of scrutiny given to these facts, the more reliable the study.

D. Key Outcomes Of *Study*

It is difficult when JO CO citizens are polarized over the public safety problem/issue and have not yet found a consensus solution, and its compelling that a significant minority of city and county citizens fear for their safety because of decreased number of jail beds, 911 call responses, JO CO rural patrol, etc. How will *Study Design* change the way people live?

What will occur as a result of a successful *Study Design* and the development of the impact *Study*, a largely untried and fundamentally different approach to identifying a public safety solution? How will the situation improve? What the authors know is that *Study Design* is a potential alternative that has not been considered as a serious solution in JO CO. It is beyond the adversary model of pro and con arguments during the last four 2012 - 2015 JO CO public safety levies, and one City of Grants Pass proposed city sales tax.

The following possible key outcomes are hoped for from a successful *Study*. They are all about the idea of slow long-range incremental changes, and the confidence that there will be an increase in the number of citizens believing the following.

- * *More* People know they are being listened to.
- * *More* People are better informed.
- * *More* People trust the vetted baseline facts/inventories (i.e., affected conditions).
- * *More* People understand that the range of public safety problems/issues and range of alternatives were identified by them, individually, for consideration by the collective public.
- * *More* People better understand the concerns of their neighbors.
- * *More* People speak a common language to solve problems.
- * *More* People agree on a consensus public safety problem/issue.
- * *More* People agree on a consensus public safety solution.
- * *More* People have a consensus to also addresses the causes of problem/issue.

At this stage of *Study Design*, part of its public outreach strategy is to share with stakeholders, concerned with the JS&PSS Problem/Issue, by explaining *Study Design* with the goals of moving toward a consensus definition of the problem/issue, including two or three key outcomes.

VI. ANALYSIS OF PUBLIC SITUATION

A. JO CO JS&PSS Program

This document summarizes information to be identified in the future APS for the JO CO public safety issue where the citizens of JO CO are the decision-makers. This information includes existing affected conditions, current management direction of the JO CO JS&PSS Safety Program, and potential public safety program opportunities in the planning area (i.e., JO CO).

1. Purpose of the *Analysis of the Public Situation* The Analysis of the Public Situation (APS) has several purposes.

- Acknowledge the public as the decision-maker.
- Identify preliminary problem/range of issues (Appendix A).
- Summarize affected conditions of planning area, Josephine County (Appendices B1 & B2).
- Identify public opportunities in formulation of reasonable alternatives (i.e., opportunities for potentially changing direction of the JS&PSS program; AppendixC).
- Identify public opportunities in designing standards by which alternatives are evaluated for significant impacts (Appendices D, D1, & D2).

What is it? The APS is a document that provides information to characterize the JO CO profile (i.e., existing conditions, current program direction & issues & opportunities), and identify opportunities to respond to the identified JS&PSS Issue.

The public opportunities sections to be developed in the APS contain strategies for a range of alternative solutions from reducing, maintaining, or enhancing the JO CO public safety program direction. They will become elements of alternatives to be analyzed in the *Study*.

Why do we need it? This analysis provides the basis for formulating reasonable alternatives based primarily on socio-economic conditions, existing laws, and science, including the types of safety services for maintenance or development.

a) How the *Analysis of the Public Situation* Accomplishes Its Purpose

- The *Analysis of the Public Situation* is a brief document that provides condensed information used in developing alternatives for a proposed JS&PSS study to be used by the public in considering what JS&PSS Program it will vote for.
- The information in the APS is intended to be concise and to the point.
- The APS will be web published for the general public who is its focus and main audience. There is the potential for a limited number of hard-copy APS summary documents.
- The APS does not provide the level of background information and definitions that will be included in the proposed JS&PSS *Study*.
- Because of its intended purpose, the APS is not a detailed compilation of information regarding resources and programs relating to the JS&PSS Issue in Josephine County.

- The APS is not a National Environmental Policy Act (NEPA) document and the proposed JS&PSS study is not subject to the NEPA.
- In addition to its use in assisting the public to formulate alternatives, the APS will contain information relevant to the subsequent development of the affected conditions chapter in the proposed JS&PSS study. For example, the components of the JS&PSS Safety Program are parts of the affected conditions, and elements of the range of alternatives.

b) How the *Analysis of the Public Situation* Fits Within the Overall Resource Proposed JS&PSS Study Process The proposed JS&PSS study planning process consists of three phases which, in some instances, may overlap each other.

- ***Study Design*** (Hugo JS&PSS Exploratory Committee)
 - 1a. Identify Preliminary Problem/Issue
 - 1.b. Public Identified Problem/Issue
 2. Affected Conditions Of Josephine County (Inventory data and information collection)
 - 3a. Public Identified Range of Alternatives
 - 3b. Identify Public Opportunities In Design of Alternatives
 4. Identify Public Opportunities In Designing Standards By Which Alternatives Are Evaluated For Significant Impacts
- ***Grant Process*** (Contract Grant Writer)
 1. Final JS&PSS *Study Design*
 2. *Study Grant Proposal*
 3. Request For Proposals (RFPs)
 4. Award of *Study Grant* to Independent Third-Party
- ***Study*** (Interdisciplinary Grant Team)
 1. Analysis Public Situation (APS), Including Public Review Period & Opportunity to Comment
 - . Transmittal Letter – Dear Interested Citizen
 - . User’s Guide
 - . Acronyms & Abbreviations
 - . Executive Summary
 - . Chapter 1 – Introduction
 - . Chapter 2 – Profile of JO CO JS&PSS Program
 - . Chapter 3 – Affected Conditions
 - . Chapter 4 – Alternatives (highlights)
 - . Bibliography
 - . Glossary
 - . Appendices

2. Design of Study Alternatives (Formulation of alternatives)
3. Analysis of Study Impacts (Estimation of effects of alternatives)
4. JS&PSS *Study* (no public comment period)
 - . Transmittal Letter – Dear Interested Citizen
 - . User’s Guide
 - . Acronyms & Abbreviations
 - . Executive Summary
 - . Chapter 1 – Introduction
 - . Chapter 2 – Alternatives
 - . Chapter 3 – Affected Conditions
 - . Chapter 4 – Impacts
 - . Chapter 5 – Consultation & Coordination
 - . Bibliography
 - . Glossary
 - . Appendices
5. Public Consideration of JS&PSS study in considering what JS&PSS Program it will vote for.

2. General Description of Planning Area, Resources and Programs

a) Planning Area Description The planning area is Josephine County, Oregon (Map 1). The planning area includes approximately ????? acres of public land.

Josephine County, Oregon.
 Quick Facts
 United States Census Bureau
<http://quickfacts.census.gov/qfd/states/41/41033.html>

Affected Conditions

Justice System & Public Safety Services Study Design: 2015
 Appendix B1. Potential Affected Conditions
 Appendix B2. Studies & Information
 Appendix G. How To Write A Grant Proposal

b) People

<u>People</u>	<u>Josephine County</u>	<u>Oregon</u>
Population, 2014 estimate	83,599	3,970,239
Population, 2013 estimate	83,271	3,928,068
Population, 2010 (April 1) estimates base	82,713	3,831,073
Population, % change - 04/01/10 to 07/01/14	1.1%	3.6%
Population, % change - 04/01/10 to 07/01/13	0.7%	2.5%
Population, 2010	82,713	3,831,074
Persons under 5 years, percent, 2013	4.9%	5.9%
Persons under 18 years, percent, 2013	19.7%	21.8%
Persons 65 years and over, percent, 2013	24.3%	15.5%
Female persons, percent, 2013	51.3%	50.5%
White alone, percent, 2013 (a)	93.6%	88.1%
Black or African American alone, %, 2013 (a)	0.5%	2.0%
American Indian and Alaska Native, %, 2013 (a)	1.5%	1.8%
Asian alone, percent, 2013 (a)	0.9%	4.1%
Native Hawaiian & Pacific Islander, %, 2013 (a)	0.2%	0.4%
Two or More Races, percent, 2013	3.2%	3.5%
Hispanic or Latino, percent, 2013 (b)	6.8%	12.3%
White alone, not Hispanic or Latino, percent, 2013	87.9%	77.5%
Living in same house 1 year & over, %, 2009-2013	86.0%	82.0%
Foreign born persons, percent, 2009-2013	2.8%	9.8%
Language other than English, pct age 5+, 2009-2013	4.4%	14.8%
High school graduate or higher, % persons age 25+, 2009-2013	88.4%	89.4%
Bachelor's degree or higher, % persons age 25+, 2009-2013	17.0%	29.7%
Veterans, 2009-2013	10,265	323,205
Mean travel time to work (minutes), workers age 16+, 2009-2013	19.4	22.5
Housing units, 2013	37,830	1,684,035
Homeownership rate, 2009-2013	66.2%	62.0%
Housing units in multi-unit structures, percent, 2009-2013	12.0%	23.2%
Median value of owner-occupied housing units, 2009-2013	\$220,900	\$238,000
Households, 2009-2013	34,390	1,516,456
Persons per household, 2009-2013	2.37	2.49
Per capita income in past 12 months (2013 dollars), 2009-2013	\$21,791	\$26,809
Median household income, 2009-2013	\$37,733	\$50,229
Persons below poverty level, percent, 2009-2013	20.2%	16.2%

Business Facts (did not copy)

Geography

Land area in square miles, 2010	1,639.67	95,988.01
Persons per square mile, 2010	50.4	39.9
Private Land		
Public Land		

c) Other Characteristics of the Planning Area Description

Historical Cost Approximately \$12 million.

Historical Revenues Federal government.

Historical Remedies have JO CO focused on reducing county employees and reducing public safety services.

- Hugo Justice System Exploratory Committee. July 8, 2013. *Potential Research Projects*. Brochure IIIB.1, Justice System & Public Safety Services Series. Hugo, OR.

d) JS&PSS Issue Relationship of the Planning Area Josephine County to the State of Oregon

(1) Law JS&PSS services that the JO CO Sheriff's Office is mandated to provide.

(2) Existing & Proposed Legislation

2. Current JS&PSS Direction (Chpt VI, *JS&PSS Study Design*)

- Hugo Justice System & Public Safety Services Exploratory Committee. Draft 2015. *Justice System & Public Safety Services Study Design: 2015*. Hugo Neighborhood Association & Historical Society. Hugo, OR.

3. Current JS&PSS Program Direction

a) JO CO Justice System & Public Safety Services Program Public safety services that are generally considered the components of JO CO's historic public safety program follow.

1. Adult Jail Beds,
2. Juvenile Justice Center,
3. District Attorney's Office,
4. Court Services,
5. Rural Patrol Deputies,
6. Criminal Investigations and Related Sheriff's Office Support Services, and
7. Animal Protection.

The existing affected conditions sections provide most of the affected socio-economic data that will be analyzed in the upcoming APS and finally the *Study*. The existing "Shared State of Oregon & JO Co Public Safety Services" (2010 *Task Force on Effective and Cost-Efficient Service Provision*; Appendix B2. Studies & Information) provide the basic information regarding the current JO CO public safety program.

- Walker, Mike & Whalen, Jon Members, JS&PSS Exploratory Committee, HNA&HS. Draft 2015. *Appendix B2. Studies & Information*. In support of *Justice System & Public Safety Services Study Design: 2015*. Hugo, OR.

b) Task Force on Effective and Cost-Efficient Service Provision During the 2009 legislative session, HB 2920 passed with bipartisan support creating the Task Force on Effective and Cost-Efficient Service Provision.

- Association of Oregon Counties. October 1, 2010. *Task Force on Effective and Cost-Efficient Service Provision*. Rep. Nancy Nathanson, Chair.

The Task Force had been charged with reviewing state and county shared services with the objective of considering opportunities to restructure government programs to be more effective and cost-efficient. The four shared services areas to be reviewed are the following, including the Criminal Justice service area.

1. Assessment and Taxation
2. **Criminal Justice** (Shared State of Oregon & JO Co Public Safety Services)
3. Elections
4. Human Services

c) Shared State of Oregon & JO Co Public Safety Services

(1) State Provided Public Safety Services

- Appellate Court
- State Police
- State Prison

(2) State-JO Co Shared Public Safety Services

- Trial Courts
- District Attorney
- County Jail 911/Emerg. Communications
- Emergency Management
- Homeland Security
- Community Corrections
- Court Security
- Juvenile Services
- Marine Patrol
- Drug Courts
- County Law Library

(3) JO CO Provided Public Safety Services

- Sheriff Patrol
- Animal Control
- Justice Courts
- Search and Rescue
- County Jail

Each component of the JO CO public safety program draws on information contained in those documents as well as other policies, agreements, and documents.

d) Indicators of Law Enforcement Protection Services

- Funding?
- Staff?
- Credentialed?
- Service?

Ways to measure law enforcement protection services

Comparative performance measurement in policing?

Feasibility and utility of agency-level performance measurement in policing?

e) Measuring Performance

The following information is from an article entitled *Measuring the Performance of Law Enforcement Agencies - Part 1 of a 2-Part article*. It is not the complete article. At this point it is only selected ideas from the article that might have an application to the description of the JO CO JS&PSS Safety Program (Appendix A).

- Edward R. Maguire, Ph.D., Associate Professor Administration of Justice Program, George Mason University Fairfax, Virginia. *Measuring the Performance of Law Enforcement Agencies - Part 1 of a 2-Part article*. CALEA Update Magazine | Issue 83. Gainesville, Virginia.

The **Commission on Accreditation for Law Enforcement Agencies, Inc.**, (CALEA) was created in 1979 as a credentialing authority through the joint efforts of law enforcement's major executive associations.

1. International Association of Chiefs of Police (IACP);
2. National Organization of Black Law Enforcement Executives (NOBLE);
3. National Sheriffs' Association (NSA); and the
4. Police Executive Research Forum (PERF).

Performance measurement is at the heart of nearly every innovative management fad or organizational development strategy in the past two decades. It is an essential component of zero-based budgeting and management by objectives, reinventing government, re-engineering the corporation, total quality management, benchmarking, balanced scorecards, and organizational learning. Despite its popularity, performance measurement is an inherently ambiguous term. It is used in various ways to refer to the performance of individuals, of products and services, of subunits, of projects, and of organizations. Yet the methods and data used to measure performance at these different levels can vary significantly.

Zero-Based Budgeting is an approach to planning and decision-making that reverses the working process of traditional budgeting. In traditional incremental budgeting, departmental managers justify only variances versus past years based on the assumption that the "baseline" is automatically approved. By contrast, in zero-based budgeting, every line item of the budget, rather than only the changes, must be approved. Zero-based budgeting requires that the budget

request be re-evaluated thoroughly, starting from the zero-base; this involves preparation of a fresh budget every year without reference to the past. This process is independent of whether the total budget or specific line items are increasing or decreasing (From Wikipedia, the free encyclopedia).

Police performance is multidimensional. This idea, as simplistic as it might seem, is the foundation of effective performance measurement.

Police organizations have been collecting data about their performance since the birth of modern policing in the mid-nineteenth century. Most of these efforts were primarily local, intended to **demonstrate the inputs, activities, and outputs of individual police agencies.** The idea of **comparative performance measurement** began to take root in the early twentieth century, shortly after the birth of the **International Association of Chiefs of Police (IACP)** in 1894. In 1927, the IACP created a **Committee on Uniform Crime Records** to develop a standardized system for collecting crime data from police agencies throughout the nation. The Committee created the architecture for the **Uniform Crime Reports (UCR)** and in 1930, Congress authorized the Attorney General to begin collecting UCR data, a task he assigned to **the Federal Bureau of Investigation.** During its first year, the UCR program collected data from 400 police agencies in 43 states. By 1998, it was routinely collecting data from more than 17,000 police departments in all 50 states. As demonstrated later, the UCR has become the primary foundation for comparative performance measurement of police agencies in the United States.

Four traditional measures of police performance follow.

1. Crime Rates,
2. Arrests and Citations,
3. Clearances, and
4. Response Time.

4. Review Of Existing Decisions A review of existing decisions and information in related documents has been conducted to determine which remain valid and may be used for continued implementation through the *Study*.

Table 1 summarizes decisions which will be carried forward for implementation through the *Study* without further analysis. These decisions will be restated or summarized to incorporate them into the *Study*. They will be common to all alternatives.

Table 2 summarizes decisions which, although determined to be valid for continued implementation through the *Study*, are not addressed or fully supported in terms of *Study* analysis. These valid decisions will be common to all alternatives and analysis of them will be incorporated into the impacts section of the *Study*.

Existing decisions not included in Tables 1 and 2 will be replaced by new decisions in the *Study*.

5. Key Findings The key findings of the APS related to the JS&PSS Issue would be highlighted because they are likely to be important considerations in the development of alternatives for the proposed JS&PSS Study.

B. Profile Of JO CO JS&PSS Program

a) Introduction The chapter on the “JO CO Area Profile” would describe the existing condition of the JS&PSS issues, resources (e.g., revenue sources, program elements, staff, etc.) resource uses, and programs related to the JO CO JS&PSS Program. For each resource, the current condition and its context for JO CO management at various scales is briefly discussed. In addition, opportunities are identified which may be considered by the public managers in formulating alternatives for analysis in the proposed JS&PSS Study.

The APS is intended to bring issues and opportunities to the attention of the public in a concise manner. Programs and resources identified at the time of the study as functioning as anticipated, or that were not initially identified as key issues are addressed in less detail. Although topics are addressed concisely in the APS, those that are carried forward in the proposed JS&PSS Study will be rigorously explored and objectively evaluated, as appropriate, in the study.

An underlying assumption in the APS is that management of BLM lands would be in compliance with legal requirements (identified laws and regulations) and other applicable laws. In order to keep the document concise, the need for compliance with various laws was not repeatedly addressed in each section.

- a) Existing Conditions
- b) Current Program Direction
- c) Issues & Opportunities

b) Social Economic

(1) Current Conditions and Context Complex social and economic changes have occurred in the Pacific Northwest and JO CO over the last several decades. High rates of population growth in the region, especially in the urban areas along the I-5 corridor, have brought new people to the Pacific Northwest who have different values about the JS&PSS Issue.

Oregon’s economy is diverse. Percent changes for population, employment and average earnings. Table ? – Percent Changes for Population, Employment and Average Earnings

Jobs and Income

Employment

Payments to Counties

Payments in Lieu of Taxes

Public Opportunities

The public can directly influence the allocation of revenue to the JS&PSS Program elements to meet the goal of contributing to public safety well-being. Resources/programs include:

2. Components Of JO CO JS&PSS Program

a) Adult Jail Beds

- County Jail (Educational Brochures III.D.1.10.1 & III.D.1.10.2)

- (1) Existing Conditions
- (2) Current Program Direction
- (1) Issues & Opportunities

b) Juvenile Justice Center

- (1) Existing Conditions
- (2) Current Program Direction
- (1) Issues & Opportunities

c) District Attorney's Office

- (1) Existing Conditions
- (2) Current Program Direction
- (1) Issues & Opportunities

d) Court Services

- (1) Existing Conditions
- (2) Current Program Direction
- (1) Issues & Opportunities

e) Rural Patrol Deputies

- (1) Existing Conditions
- (2) Current Program Direction
- (1) Issues & Opportunities

f) Criminal Investigations and Related Sheriff's Office Support Services

- (1) Existing Conditions
- (2) Current Program Direction
- (1) Issues & Opportunities

g) Animal Protection

- (1) Existing Conditions
- (2) Current Program Direction
- (1) Issues & Opportunities

VII. BEYOND THE APS

The APS is the foundation for subsequent steps in the planning process, such as the design of alternatives and analysis of impacts which will be documented in the final *Study*.

A. Publicly Identified Opportunities In Design of Alternatives

The Section VII.B, Summary Of Preliminary July 15, 2015 Justice System & Public Safety Services (JS&PSS) Issues/Range of Alternative Solutions, that follows is part of *APPENDIX A. ISSUES*, supporting *Justice System & Public Safety Services Study Design: 2015*.

Sec III.D Summary Of Preliminary July 15, 2015 JS&PSS Issues
Sec III.D.1a. Range of Public Safety Funding and Service Level Alternatives
Sec III.D.1b. Range of Alternative Types of Taxpayers Funding Public Safety Program
Sec III.D.2. Public Involvement Consultation and Criteria Considered In Design of Alternatives

B. Summary Preliminary July 15, 2015 JS&PSS Issues

The Hugo JS&PSS Exploratory Committee believes the identification of the preliminary issues for why the levies failed has merit in it own right as a standalone summary of the problem as viewed by the majority of JO CO citizens (i.e., you can't find solutions that last if you don't know the specific problem(s)). The issues identified by the committee were supplemented primarily with information from a non-random set of informal interviews of JO CO citizens, and articles from The Grants Pass Daily Courier (e.g., citizen guest opinions and letters to editor, reporter articles, etc.).

This list of preliminary issues, not listed in order of importance, will probably change further prior to the date of actually submitting an application for a study grant. They are categorized by two ideas identified by the public.

1. Consider a range of public safety funding and service level alternatives, both dollars and staff, and range of type of taxpayer, and
2. Public involvement consultation and criteria issues that should be considered in the design of alternatives.

As food for thought, not quite fitting the two ideas is one citizen's overall impression.

In reflection, what did the majority of voters seem to say about themselves on this issue [after failure of 4th levy]? 1. We are too poor to pay for more sheriff's deputies and an adequate jail staff; 2. We will always be too poor for these priorities; 3. We are pessimistic about our economic future; 4. We think the federal government should pay for county government; 5. We think that unregulated mining and timber cutting is the answer to our poverty, so long as we don't have to live in the mess or look at it; 6. We don't trust any form of government that asks anything more of us. If you come to JO CO, you are entering a place where the voting majority feels under siege. . . A place where saying no to future responsibility is easier than saying yes to possibilities for growth. Where a gun is the answer to any question.

Another citizen's thoughts on considering a range taxpayer type funding alternatives follows.

Josephine County commissioners only funding solution was the easy pickin's property tax instead of other alternatives, such as an in-county-only lottery.

Everyone I know who voted no on the levy did so as they felt there should be other alternatives sought other than placing the entire burden on the homeowner. Pretty narrow thinking. I for one would be glad to attend a forum to discuss possible alternatives to a property tax. There are people who own homes who are on fixed incomes, and they could lose their homes as a result of the considerable taxes the levy would have created. Many people forget that folks who live in the county have to pay for their fire protection in addition to their property tax. I pay nearly \$600 per year and it goes up every year.

Time for both the county commissioners and the Grants Pass City Council to host a series of joint forums to get real input from concerned citizens, especially those that voted no on the past four levies. Please realize riding the property tax owners backs is dead on arrival. Estimate the cost each of the proposed solutions and present that information to the public. Need real input from folks that realize more money is needed but continue to vote no on a property tax only solution.

Many citizens asked for a range of public safety funding and service level alternatives, both dollars and staff, and range of type of taxpayer. Some asked for a consideration of a mix of taxpayer types funding safety program.

The four main topics identified by the public were transformed into two ranges of alternatives and a set of public involvement consultation criteria.

○ **Ideas**

Idea 1. Consider a range of public safety funding and service level alternatives, both dollars and staff, and range of type of taxpayer, and

Idea 2. Public involvement consultation and criteria issues that should be considered in the design of alternatives.

○ **Alternatives**

1a. Range of Public Safety Funding and Service Level Alternatives

1b. Range of Alternative Types of Taxpayers Funding Public Safety Program

○ **Citizen Involvement**

Public Involvement Consultation and Criteria Considered In Design of Alternatives.

○ **Major Sources Of Revenue?**

Property tax for county services is 82 cents per \$1,000 — 58 cents permanent, 15.8 cents for the voter-approved jail bond, and 8 cents for three years for an Animal Control levy.

1. Permanent tax rate of 58 cents per \$1,000 of assessed value: \$3 million or so.

2. Percent of receipts from federal timber sales (2 + 3 = approximately \$2 million).

3. Payments In Lieu of Taxes (2 + 3 = approximately \$2 million).
4. SRS payments: federal county payments extension with about \$4.6 million available during the fiscal year that begins July 1, 2015 and another \$4.3 million for the fiscal year that begins on July 1, 2016. Historically they averaged about 12 million (Table I-1).

The following summary research is just beginning and represents a very draft brainstorming effort toward a goal of the identification of issues.

1. Range of Public Safety Funding and Service Level Alternatives (Alts) includes rough dollar estimates from an enhanced alternative greater than the maximum annual average federal SRS payments to an alternative with zero SRS payments. Only the approximate funding levels will be identified.

1. Adult Jail Beds
2. Juvenile Justice Center
3. District Attorney's Office
4. Court Services
5. Rural Patrol Deputies
6. Criminal Investigations & Related Sheriff's Office Support Services (1 or 2 services?)
7. Animal Protection
8. Cost Per \$1,000 Assessed Property Value

Alt Costs of JS&PSS Increase Significantly Above Old Status Quo 2000 level Prior to SRS Alternative (more than \$15 million?)

Alt Costs of JS&PSS May 15, 2012 Levy Measure 17 - 43 Alternative (costs of JS&PSS \$1.99 per \$1,000 assessed value: \$14 million alternative?)

Alt Old Status Quo 2000 level Prior to SRS Alternative (costs of JS&PSS would increase back to the approximately \$12 million?)

Alt May 21, 2013 Levy Measure 17 - 49 Alternative (costs of JS&PSS \$1.48 per \$1,000 Assessed Value: \$10 Million Alternative?)

Alt 2015 House Joint Resolution 21 Alternative (2015 Session of Oregon Legislature, House Joint Resolution 21, minimum \$2.00 per \$1,000)

Alt May 19, 2015 Levy Measure 17-66 Alternative (costs of JS&PSS \$1.40 per \$1,000 Assessed Value: Approximately \$9 million - \$10.5 Million Alternative?)

Alt May 20, 2014 Levy Measure 17 - 59 Alternative (costs of of JS&PSS \$1.19 per \$1,000 Assessed Value: \$8.3 Million Alternative)

Alt No Action Alternative - Live Within Your Budget Alternative (approximately \$7.6 million?)

Alt Citizens Can Provide Their Own Protection At Current Funding Alternative (no SRS Federal payments: approximately 3 million dollars?)

Alt Unknown Timber Program Future Alternative (approximately 5 - ? million dollars?)

Alt Minimally Adequate Level of Public Safety Services Alternative (apply Oregon House Bill 3453 criteria)

Alt JO CO Declare Bankruptcy Alternative (future law like OR HB 2924 (2013) - declare bankruptcy)

Alt State Implements Oregon House Bill (HB) 3453 Alternative

- Alt Sales Tax Alternative**
- Alt O&C Revenues: Wyden Bill Alternative**
- Alt O&C Revenues: County Take Back O&C Lands Alternative** (as lands used to be in private ownership paying taxes)
- Alt O&C Revenues: Tax Equivalent Alternative** (Federal government pay JO CO the equivalent of what private rural commercial timber companies presently pay, on a per-acre basis)
- Alt Usage Share Alternative** (city and county special taxing districts pay their usage share)
- Alt Address Cause Of Crime** (e.g., homelessness, poverty, unemployment, economic problems, etc.) [Rogers, Jules. October 22, 2015. *Sales Tax Getting Hammered In The Court Of Public Opinion*. The Grants Pass Daily Courier. Grants Pass, OR]
- Alt Southern Oregon Regional Commission addressing** persistent income gap (income inequality: *Gini Coefficient* 3rd highest in U.S., high unemployment, poverty and growing economic despair (i.e., akin to the Appalachian Regional Commission (ARC) <http://www.arc.gov/index.asp>; Duewel, Jeff. July 19, 2015. *USA Today Says GP Has Huge Income Gap*. Front Page, TGPDC. Grants Pass, OR).
- Alt Combinations of Alternatives** (other combinations of alternatives)

2. Range of Alternative Types of Taxpayers Funding Public Safety Program

- Alt Property Taxes Alternative
- Alt Sales Tax Alternative
- Alt Flat Taxes Alternative
- Alt Volunteer Payments Alternative
- Alt In-County-Only Lottery Alternative
- Alt Mix Of Types of Taxpayers Alternative
- Alt Permanent Tax District(s) Alternative
- Alt O&C Revenues: Wyden Bill Alternative
- Alt O&C Revenues: County Take Back O&C Lands Alternative (as lands used to be in private ownership paying taxes)
- Alt O&C Revenues: Tax Equivalent Alternative (Federal government pay JO CO the equivalent of what private rural commercial timber companies presently pay, on a per-acre basis)

C. To Identify Public Opportunities In Designing Standards By Which Alternatives Are Evaluated For Significant Impacts

Design of Study Alternatives

Analysis of Study Impacts

VIII. PUBLIC REVIEW

A. Public Review

As of July 15, 2015 this document was in the development phase represented three overlapping stages of the document development life cycle: 1. Requirement Analysis, 2. Designing, and 3. Developing Content. This document has been web published for the convenience of the authors in reviewing its requirements, designing, and content.

At this stage it's form is not final, nor is it edited for public review and comment. However, those interested members of the public may provide observations and comments on this document to the authors. Per their inclination, and if they are interested in becoming involved with the work of the Hugo JS&PSS Exploratory Committee, they may apply for committee membership with the authors (Chpt XIII).

Citizens commenting on the adequacy of any proposed JS&PSS Study Design document, including appendices, and any other information except the APS, and the final JS&PSS Study must provide the following information rules (i.e., similar to The Grants Pass Daily Courier for letters-to-the-editor).

Rules of the JS&PSS Committee For "Comments"

The JS&PSS Committee encourages comments from readers. They must be signed, and a full address and phone number must be provided.

Street addresses will not be published, except on request. Phone numbers are for verification only and will not be printed. If you do not have a phone, you must hand-deliver your comments to one of the authors (Chpt XVII).

To avoid confusion over people with common or similar names writers must provide a full name or middle initial and indicate the name they are known by. On extremely rare occasions and on very sensitive topics, names of comment writers may be withheld.

There is no length on comments as they could be web published. One page or less comments need to be submitted via email. Comments longer than one page need to be submitted via email as a pdf attachment. If you do not have a computer, you must hand-deliver your comments to the Chair. Comments written long-hand are acceptable if legible (i.e., Chair must be able to read comments without assistance of writer).

Comments to the JS&PSS Committee should be addressed to its Chair, and cannot be copies. They cannot be returned (see Chpt XI of JS&PPS Study Design document for more information).

- Hugo Justice System & Public Safety Services Exploratory Committee. Draft 2015. *Justice System & Public Safety Services Study Design: 2015*. Hugo Neighborhood Association & Historical Society. Hugo, OR.

Mail comments to:

Mike Walker, Chair
JS&PSS Committee
Hugo Neighborhood Association & Historical Society
P.O. Box 1318
Merlin, Oregon 97532

Or send e-mail via the Internet to hugo@jeffnet.org. Comments could be web published.

B. Document Development Life Cycle

For the authors' purpose the following "Document Development Life Cycle" (DDLC) is considered the life cycle of a documentation task. The information on the DDLC was adapted from Wikipedia to illustrate where the authors were in document development.

Document Development Life Cycle
From Wikipedia, the free encyclopedia
<https://en.wikipedia.org/wiki/DDLC>
Downloaded July 8, 2015

There are six stages to the DDLC.

1. Requirement Analysis
2. Designing
3. Developing Content
4. Editing/Proof-Reading
5. Publishing Document
6. Maintenance

This document represents three overlapping stages of the DDLC.

1. Requirement Analysis
2. Designing
3. Developing Content

1. Requirement Analysis The "Requirement Analysis" is an important stage of the DDLC. In this stage the technical writer gathers the useful material for the project and understands and analyzes all the information of the project.

It is the first stage of DDLC in which a technical writer analyzes the document requirements, targeted audiences and documentation tools for use throughout. Intended towards the audience level of consumption the technical writer will decide the complexity and depth of the document. Use of language level will be decided at this stage.

The process involves a lot of effort. Information is collected from various sources connected with the project, mainly with the subject-matter expert(s) (SME). Any earlier versions of the document can also be reviewed for better understanding of the project. Technical writers also search related information from the JS&PSS Exploratory Committee's archives (i.e., both hard-copy and web published), and gather updated information.

Technical writers must list down all the queries and problems faced while studying or understanding the conceptual document. They may have to meet and/or contact members of the interested public a number of times to arrive at a comprehensive understanding of the project. At the end of this stage a technical writer must have resolved all the problems and queries in terms of documenting this understanding for a specific audience(s).

2. Designing At this stage some estimates are decided like approximate pages, format of the document, several representation styles, etc. Subject knowledge, good writing skills, sufficient information about the project will help the technical writer to make a quality document.

3. Developing Content At this stage content is developed as per the design prospective and in accordance with planning of the documents at previous stages. The use of graphical illustrations are recommended for a better understanding by the public.

4. Editing/Proof-Reading At this stage, the document is thoroughly read by the writers/authors, and also verified by a third party. It checks for all sorts of grammatical errors. This verification ensures that the document is ready for publishing, including web publishing.

5. Publishing Document The document is web published by parent authority of the document (i.e., HNA&HS). Generally technical documents are published either in digital format on internet or in hard-copies and distributed. Several publication options can be used as per the distribution document requirement.

6. Maintenance At this stage collection of further updates and modification can be accomplished.

IX. AUTHORS

A. Hugo JS&PSS Team Members

Mike Walker, Chair
JS&PSS Exploratory Committee

Wayne McKy, Member
JS&PSS Exploratory Committee

Karen Rose, Member
JS&PSS Exploratory Committee

Jon Whalen, Member
JS&PSS Exploratory Committee

B. Authors

Mike Walker, Chair
JS&PSS Exploratory Committee
Hugo Neighborhood Association & Historical Society
P.O. Box 1318
Merlin, Oregon 97532
541-471-8271
Email: hugo@jeffnet.org
Web Page: <http://www.hugoneighborhood.org/>

Jon Whalen, Member
JS&PSS Exploratory Committee
Hugo Neighborhood Association & Historical Society
326 NE Josephine Street
Grants Pass, Oregon 97526
541-476-1595
Email: bear46@charter.net
Web Page: <http://www.hugoneighborhood.org/>

APPENDIX A. MEASURING THE PERFORMANCE OF LAW ENFORCEMENT

The following information is from an article entitled *Measuring the Performance of Law Enforcement Agencies - Part 1 of a 2-Part article*. It is not the complete article. At this point it is only selected ideas that might have an application to the description of the JO CO JS&PSS Safety Program.

Measuring the Performance of Law Enforcement Agencies - Part 1 of a 2-Part article

file:///C:/Users/Mike/Documents/AAA%20Applications/Hugo_Neighborhood_Association/Community_Issues/JO%20CO%20Public%20Safety%20Services%202013_2014/Reports/Performance%20of%20Law%20Enforcement%20Agencies_1of2.html

- Edward R. Maguire, Ph.D., Associate Professor Administration of Justice Program, George Mason University Fairfax, Virginia. *Measuring the Performance of Law Enforcement Agencies - Part 1 of a 2-Part article*. CALEA Update Magazine | Issue 83. Gainesville, Virginia.

Commission on Accreditation for Law Enforcement Agencies, Inc., (CALEA).¹

Performance measurement is at the heart of nearly every innovative management fad or organizational development strategy in the past two decades. It is an essential component of **zero-based budgeting and management by objectives**, reinventing government, re-engineering the corporation, total quality management, benchmarking, balanced scorecards, and organizational learning. Despite its popularity, performance measurement is an inherently ambiguous term. It is used in various ways to refer to the performance of individuals, of products and services, of subunits, of projects, and of organizations. Yet the methods and data used to measure performance at these different levels can vary significantly.

This article provides a brief review of comparative performance measurement in policing. It is written with practical application in mind, alerting readers to the many issues that arise in performance measurement, and suggesting some concrete steps that CALEA and its members can follow if they choose to implement a performance measurement system. Section II provides a brief history of police performance measurement. Section III describes what I have called a “Golden Thread,” a theme that is woven throughout a story, linking together its disparate parts. In this case, that theme is very simple, yet very powerful: **police performance is multidimensional**. This idea, as simplistic as it might seem, is the foundation of effective performance measurement. Section IV reviews some of the dimensions of police performance that have been examined in the past, offering some practical suggestions for those who are thinking about generating their own lists. The next segment of this article will feature a number of additional sections that explore how to implement performance measurement, both nationally, and within your agency.

II. A BRIEF HISTORY OF POLICE PERFORMANCE MEASUREMENT

In this section, I provide a brief overview of comparative performance measurement in policing. The review is brief in spite of a large and growing body of academic and professional literature on the topic. I begin by discussing the role of performance measurement in the early part of the twentieth century, with particular focus on the 1930s. I then skip ahead to the 1960s, 1970s, and beyond, assessing the level of progress that has been made in the development and

implementation of comparative performance measurement. I finish by discussing briefly the influence of the community policing movement on police performance measurement.

Police organizations have been collecting data about their performance since the birth of modern policing in the mid-nineteenth century. Most of these efforts were primarily local, intended to **demonstrate the inputs, activities, and outputs of individual police agencies**. The idea of **comparative performance measurement** began to take root in the early twentieth century, shortly after the birth of the **International Association of Chiefs of Police (IACP)** in 1894. In 1927, the IACP created a **Committee on Uniform Crime Records** to develop a standardized system for collecting crime data from police agencies throughout the nation. The Committee created the architecture for the **Uniform Crime Reports (UCR)** and in 1930, Congress authorized the Attorney General to begin collecting UCR data, a task he assigned to **the Federal Bureau of Investigation**. During its first year, the UCR program collected data from 400 police agencies in 43 states. By 1998, it was routinely collecting data from more than 17,000 police departments in all 50 states. As demonstrated later, the UCR has become the primary foundation for comparative performance measurement of police agencies in the United States.

The 1930s saw several significant milestones in the history of police performance measurement. In 1930, Donald Stone, Director of Research for the International City Managers' Association, proposed two measures of police effectiveness: **"the number of cases cleared and the value of stolen property recovered."**[13] Both proposed measures were later criticized, though in practice they continue to be used by both police and academics. In 1935, Arthur Bellman, a protégé of August Vollmer, created an extensive instrument designed to **measure the quality of police service**.^[14] Containing 685 specific items, the instrument was designed to be completed by expert police analysts asked to render a professional judgment on each item. With its vast array of standards, Bellman's scale looked curiously like an **accreditation checklist**. Bellman's approach to police performance measurement was criticized on three primary grounds. First, it was based on "conformity to current notions of good administrative practice" and, therefore, was poorly equipped to accommodate innovations and improvements in policing.^[15] Second, echoing a theme to which we will return at the end of this article when we discuss **"weighting,"** Bellman's rating system treated each of the indicators equally. According to critics, the additive nature of Bellman's system "resulted in mixing significant and petty issues indiscriminately."^[16] Finally, Bellman's approach focused exclusively on **internal measures relating to policies, practices, and equipment. It neglected completely the processes, outputs, and outcomes of police agencies**.^[17]

In 1938, responding to problems with Bellman's system, Spencer Parrat proposed an alternative performance measurement system involving the use of **citizen surveys to measure public confidence in the police**. Parrat's recommendation has been adopted in many jurisdictions throughout the nation, though there is little research to demonstrate how much time elapsed before the idea took root. **Citizen surveys were a crucial component of the research done by the President's Commission on Law Enforcement and the Administration of Justice in the late 1960s in response to the disorder and civil unrest of that rebellious period**.^[18] The 1970s saw the **blossoming of citizen surveys as a standard research tool for police researchers**. By the late 1990s, nearly a third of police agencies reported having conducted

citizen surveys within the past year.[19] Nonetheless, the proliferation of citizen surveys has done little to move the policing field closer to the use of comparative performance measures since such surveys are usually designed and administered locally. The Bureau of Justice Statistics and the Community Oriented Policing Services Office recently completed a **study of victimization experiences and satisfaction with the police** among citizens in 12 cities. The results demonstrated important intercity variation in citizen experiences and perspectives; results that are valuable for police managers in these cities to know about.[20]

Starting in 1939, the International City Managers' Association (now called the **International City/County Management Association or ICMA**) began collecting data from police organizations as part of its Municipal Yearbook series.[21] The Municipal Yearbooks include data on a variety of city government features, with police data only one small part of a much larger data collection effort that inquires about form of government, salaries of local officials, personnel practices, technology, economic development, and other related topics.[22] It is unknown to what extent this data collection series was used as a platform for comparing the performance of police organizations in the 1930s. Anecdotal evidence suggests that it continues to be used today in spite of two limitations. First, it is one of the only databases on police performance that must be purchased; nearly all others are available for free in various archives. Second, a recent review of surveys of police organizations found that response rates in the ICMA surveys were among the lowest of all the surveys examined in the review.[23] Low response rates lead social scientists to wonder whether a sample is biased - whether those agencies represented in the ICMA databases are representative of all police agencies, especially those that refused or otherwise failed to complete the ICMA surveys.

In summary, the 1930s saw a mix of ambitious activities and proposals for measuring the performance of police agencies. **A national system, the Uniform Crime Reports, was developed to collect "official" statistics on crime and arrests.** This was followed almost immediately by proposals about how the data ought to be used for comparative performance measures. The ICMA instituted its Municipal Yearbook series containing data that continues to be collected today. Bellman created an exhaustive list of **performance standards containing mostly internal features and inputs.** Parrat criticized Bellman's approach, recommending instead **subjective indicators of public confidence and satisfaction derived from surveys of citizens.** As I will show throughout this article, although many people now recognize the need for alternative performance measures, many of the issues that warranted discussion and debate in the 1930s are still with us today.

Throughout the next three decades, "traditional" measures of police agency performance became entrenched within the policing profession with little debate and little fanfare. **Crime rates, arrests and citations, clearances, and response times all played a key role in measuring police performance at multiple levels,** from the individual police officer to the organization as a whole. According to Geoff Alpert and Mark Moore, these "generally accepted accounting practices became enshrined as the key measures to evaluate police performance." [24]

During the 1960s, several themes converged to cast light upon these traditional performance measures. Passionate discontent about the military action in Vietnam, the civil rights movement,

and other social forces led a generation of youth to rebel against the conventions of mainstream society.[25] Since police are the gatekeepers of mainstream society, much of the civil unrest of this period brought the police face-to-face with citizens expressing various forms of protest, from peaceful civil disobedience to violent rebellion and rioting.[26] **Police use of force and mistreatment of minority citizens became a prominent theme during the 1960s.** Research conducted during that period showed that many police officers held racist attitudes toward minorities.[27] Several of the riots that engulfed American cities occurred in the aftermath of police actions such as shootings, traffic stops, or raids occurring in minority neighborhoods.[28] The National Advisory Commission on Civil Disorders (1968) found that “**deep hostility between police and ghetto communities**” was a primary determinant of the urban riots that it studied. The U.S. Supreme Court, under Chief Justice Earl Warren, began to scrutinize closely the activities of the police. In several “landmark” cases, the Court restricted the powers of the police to conduct searches, obtain confessions, or prevent detainees from consulting with an attorney. **While civil libertarians praised this “due process revolution,” others complained loudly that these new rules interfered with the ability of the police to fight crime.**[29] All of these factors combined to produce an **epidemic crisis of legitimacy for the American police.** From 1968 to 1971, three national commissions recommended sweeping **reforms intended to improve the relationships between police and communities, reduce the levels of racism, limit the use of force, and encourage lawful behavior by the police.** All of these themes pointed rather forcefully to the need for alternative measures of police performance.

With these themes in mind, many critics pointed out that police departments which excelled at **controlling crime, generating arrests, citations, and clearances, and responding quickly to calls-for-service** might still perform poorly in many other ways. They might have **low morale, poor relationships with communities, problems with corruption or brutality, or an undeveloped capacity to deal with large-scale civil disturbances.** Furthermore, numerous observers began to note that a substantial proportion of police work is unrelated to crime:

“No longer can we group police noncriminally related public services into a ‘miscellaneous’ category which composes 70 percent of recorded police activities, but must refine our measurement of this group of activities and develop performance measurements and criteria relating to the adequacy and quantity of these services...”[30]

Therefore, a comprehensive suite of performance measures needs to account for a **broader spectrum of the work that police do, not just that part of their work related to issuing citations and arresting offenders.** If police are supposed to **prevent crime and motor vehicle accidents, solve community problems, reduce disorder, and build lasting community relationships,** then performance measures should reflect their success in producing these and other valuable outcomes.[31]

Research in the 1960s and 1970s revealed not only that police performance measures needed to be broader and more inclusive; it also pointed out severe flaws in existing traditional measures. Below I highlight some of the criticisms that have been leveled at **four traditional measures of police performance: crime rates, arrests and citations, clearances, and response time.**

Toward a New Conception of Police Performance

With the evolution of community policing, police reformers have recommended an entirely new way of viewing police performance measurement.[64] The community policing reform literature suggests important changes in the way we measure police performance. First, police departments and communities are urged to engage in the philosophical and conceptual work of identifying the goals that they expect the police to produce. This exercise will help the police in any community clarify their mission and expand beyond the traditional performance measures that I just reviewed. **Certainly maintaining safe communities with a good quality of life will play a role in any thoughtful analysis of the goals of policing.** But, as I demonstrate in the next section, there are many more goals worth pursuing. Second, these goals need to provide an accurate reflection of the work that police actually do. If police spend a large amount of time on traffic safety functions, for instance, or maintaining community order, then those functions should play some role in the list of the goals of policing. Evaluating police departments only on their prowess in apprehending offenders ignores the vital importance of all the other work that they do. Furthermore, it relieves them of accountability for performing equally well in all of their other work. In the next section, I explore the multidimensional nature of police performance in much more detail and provide some ideas about how to specify the appropriate dimensions.

Finally, the community policing reform literature suggests that police agencies need to adopt outside-the-box thinking when generating performance measures. Police are accustomed to thinking about performance measures that exist already within the many data sets available to them. Yet, many alternatives exist. Once those interested in developing performance measurement have established a list of general goals, they must then initiate the work of turning these into performance measures. Implicit in any goal is a series of more specific outcomes that reflect the general goal, and which can be translated into specific performance measurements. For instance, **suppose one of the goals is “citizen satisfaction with police.”** A number of more specific performance measurements might issue from this single goal. For instance, police agencies might determine the proportions of victims, witnesses, and drivers who are satisfied with the police. Perhaps citizen complaints could be used as a proxy for citizen satisfaction (though this measure is often problematic).[65] **Perhaps different kinds of satisfaction might be parsed out: for instance, satisfaction with the call-taker, the response time, and the effort provided by the patrol officer or detective on the scene.** These specific measures should extend beyond the traditional measures I outlined earlier. Furthermore, the methods used to collect them should vary widely: general surveys of residents, “contact” surveys with those who have had recent contact with the police, employee surveys, direct observation of community conditions or police-citizen encounters, administrative data collected by the police department, or data collected by other agencies are all permissible and can be mixed in a variety of ways. The goal is to assemble information from a wide variety of data sources that can be used to generate knowledge useful for organizational learning.

Footnote 1. The Commission on Accreditation for Law Enforcement Agencies, Inc., (CALEA®) was created in 1979 as a credentialing authority through the joint efforts of law enforcement's major executive associations:

International Association of Chiefs of Police (IACP);
National Organization of Black Law Enforcement Executives (NOBLE);
National Sheriffs' Association (NSA); and the
Police Executive Research Forum (PERF).

C:\Users\Mike\Documents\AAA Applications\Hugo_Neighborhood_Association\Community_Issues\JO CO Public Safety Services 2015\Proposed Study\JSPSS_AppxB3_APS_071515.wpd